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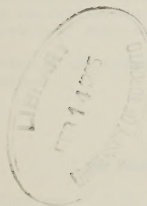
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**metropolitan winnipeg
parks systems
and standards study**

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**METROPOLITAN WINNIPEG
PARKS SYSTEMS & STANDARDS STUDY**




1 DECEMBER, 1969



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Acknowledgements:

As members of a group involved in the Metropolitan Winnipeg Parks Systems and Standards Study we are pleased to extend our appreciation to:

- All Municipalities and their governmental officials involved in Parks and Recreation work in Metropolitan Winnipeg.
- The Welfare Planning Council of Winnipeg.
- Mr. W. W. Danyluk, Director of the Provincial Parks Branch, Department of Tourism and Recreation.
- Our particular thanks to Metropolitan Winnipeg Planning Division through Mr. E. A. Levin, Mr. W. T. Haxby, Mrs. M. DiCosimo, et al., and the Metropolitan Parks and Protection Division through Mr. A. Currie.

Without the assistance and extended co-operation of these groups, this Study would not have been possible.

It should be noted that the approach of this Study was interdisciplinary in nature with professionally trained personnel from Parks and Recreation, Applied Mathematics, Sociology and Planning. Each member used and applied his unique tools and concepts in an organized division of labour around the problems of this Study. There was continuous intercommunication and re-examination of even the most basic postulates in terms of 1) the limitations provided by the terms of reference and 2) the work of the various members in application of these to Metropolitan Winnipeg.

The Study is truly a composite of the approaches and thinking of the entire team who are in total responsible for the final product.

J. B. Leicester, Director

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SUMMARY OF RECOMMENDATIONS

1. General

It is recommended that:

- (a) A ratio of eight (8) acres per thousand (1,000) population be considered reasonable and adequate for open-space dedication and that such a dedication be adopted as a standard within Metropolitan Winnipeg. This ratio not to include acreage for golf courses, large Metropolitan "regional" parks, bays, boulevards, traffic interchanges, bridge approaches, buffer zones, lanes and streets. School sites and all other public open-space holdings are included.
- (b) Wherever possible, the public reserves should be combined into multi-function compact areas rather than being subdivided into small parcels. These reserves should be located where the people are and will be in the future.
- (c) Formal agreements be entered into for the joint planning, use and shared leadership on all sites between municipal parks, recreation and school boards. These agreements to provide for:
 - (i) Pilot projects for existing and/or future schools to demonstrate the benefits of the park-centered, community school concept.

- (ii) The joint ownership and operation of outdoor-indoor swimming pools attached to schools as a first step in demonstrating the community school concept.
- (iii) The location of school sites adjacent to other public open-space and as close to the centre of their ultimate service area as can be achieved.
- (d) The functions of the differing levels of government in parks and recreation as outlined on the following Table 1 be adopted:

Table 1

PARKS AND RECREATION
RECOMMENDED FUNCTIONS OF DIFFERING LEVELS OF GOVERNMENT

<u>Municipalities</u> *	Shared by <u>Municipalities</u> *	<u>Metropolitan</u>	<u>Provincial</u>
PARKS:			
Tot-Lots	Pools, community	Pocket parks	non-Urban
Quiet parks	parks and playfields	including boulevards	sites used by Metropolitan Winnipeg
Neighbourhood paddling pools		City and District Parks	
Playgrounds and playfields		Riverbank, golf courses large pools	
		Other special sites	
SCHOOL/SCHOOL-PARKS:			
Elementary School parks	Junior and Senior High School parks		

* Which facilities are shared will depend on site distribution for the most efficient plan in any given area.

2. Metropolitan

It is recommended that:

- (a) The Metropolitan Government augment its efforts to acquire land holdings along the Red River, the Assiniboine River, the Greater Winnipeg Floodway and other adjacent water sites which are likely to fall in line of the growth pattern of Metropolitan Winnipeg. To this end, such lands should be the target of an in-depth study to determine the suitability of development as park-like sites.
- (b) Land for a major combined park and golf course development be acquired in the southeast corner of Greater Winnipeg. This site should be easily accessible and situated adjacent to or around water.
- (c) "Activity oriented water" be developed in each major Metropolitan park.
- (d) The development of "pocket parks" in downtown and perimeter business districts along Metropolitan routes receive high priority in planning future park-like developments.
- (e) Experimentation with site developments and programming become a function of the Metropolitan Parks and Protection Division.
- (f) A year-round indoor-outdoor park for the C.B.D. of Metropolitan Winnipeg

- should be considered as should motifs for various Metropolitan park-like holdings. Total or partial site development within a major park could follow a given motif thus adding uniqueness and attractiveness to such sites.
- (g) The Metropolitan Parks and Protection Division reverse its policy regarding programming and actively enter into the area of programming appropriate Metropolitan sites and facilities. To give leadership to this phase of the operation, it is further recommended that a professionally trained and experienced individual be hired as Director of Programming and Research to work under and assist the present overall Director of the Parks and Protection Division.
- (h) A Land Bank Commission be established as an entity within the existing structure of the Metropolitan Corporation of Greater Winnipeg to provide an efficient system of land acquisition, assignment and development. This central representative authority, through its working partners in Metropolitan Government, the Planning Division and the Parks and Protection Division, will be responsible for evolving a co-ordinated scheme of parks and recreation with a policy which reinforces functions that are best carried out by various levels of government operative in the field. The above-mentioned authority would be in a key position to carry out experimentation and evaluation of existing and

planned projects in parks and recreation. The dynamic nature of the changes in the area of parks and recreation would strongly suggest that evaluation and experimentation be a continuous process.

- (i) The Land Bank Commission, through its working arms, be responsible for the maintenance of a data bank of all information pertinent to parks and recreation in the Metropolitan Region.

(With the present data from this study already punched out on computer cards, little additional effort would be needed to keep up such a data bank. Analysis of the existing and additional future information could then be carried out at given intervals of time for minimal expenditures of time and money.)

3. Provincial

It is recommended that:

- (a) The Provincial Government be responsible for the development of park-like sites for tenting and terminal trailer camps for travellers through and visitors to the Metropolitan Winnipeg Region.
- (b) The University of Manitoba and the Manitoba Institute of Technology develop complementary degree and certification programmes for the training of professional personnel in the parks and recreation field.

INTRODUCTION

General

1.1 Any attempt at analysis of space provision for present and future leisure-time pursuits must of necessity be based upon current Parks and Recreation concepts. It also requires an educated look at the effect that the change in our future way of life might have on these concepts.

1.2 Recreation (in its broadest sense) today plays an important role in our lives. The outlook for the future strongly suggests that leisure-time activities and experiences will soon become the major consumer of everyone's time. We are at the crossroads of passing from a work-oriented to a leisure-oriented society. No longer does work hold undisputed sway at the centre of our lives, and it may be truly said that we are entering the Age of Leisure.

1.3 This forecast for leisure-time growth is largely predicated by examining the major current social and economic trends which are gathering momentum in and shaping our society.

1.4 Personal and family incomes are rising rapidly, resulting in a more widespread affluence that allows intensive and widespread participation in a vast range of leisure pursuits. Along with this rise in purchasing power is a steadily increasing rate of car ownership which permits most families to range further afield in pursuit of recreational attractions.

1.5 In addition to these dramatic technical and social changes already well underway are the large population increases expected both in the U.S.A. and Canada. Of importance here is the fact that these population increases will be focused primarily in our Cities and Metropolitan areas.

1.6 Another important influence on the role of recreation has been the evolution of a philosophy which now views recreation as a part of everyday life in modern society. Considering the rapidity with which this philosophy has emerged from a previously puritan outlook where work was equated with godliness and leisure activities with sin, there is little wonder that there remains a great deal of catching up to do in the provision of areas and facilities for recreation.

1.7 With the expansion of municipalities and metropolitan areas, the web of steel, concrete, asphalt and noise threatens to envelop us. Thus we need open spaces and areas and leisure activities by which all segments of the population can "re-create" themselves -- to relieve the anxieties, tensions, pressures and stresses of modern urban living.

1.8 As a consequence of these trends and forces, there is an increasing demand for space and facilities oriented toward leisure usage. This growing demand for recreation space and facilities created by an increasingly affluent, mobile, urban and relatively work-free population has presented all levels of government with a tremendous challenge. That challenge is to adequately meet today's parks and recreation

needs and prepare for an expansion of similar demands in the future.

1.9 Before this challenge can be met, there must be a widespread, informed appreciation of not only what the challenge entails, but recognition of the importance of recreation to the well-being of the individual, the community and the metropolitan area as a whole.

1.10 At all levels of government, there may be a tendency to under-estimate both the scope and urgency of the need to provide comprehensive areas, facilities and programmes. If we underestimate or ignore the challenges at hand in this leisure-oriented age, we may lose the opportunity to provide the space to satisfy the current and future parks and recreation demands of the people.

The Need for Parks Planning in Metropolitan Winnipeg

1.11 As the population of Metropolitan Winnipeg expands and continuing urbanization devours land at a rapid rate, the need to provide people with space in which to engage in leisure-time pursuits becomes increasingly apparent. Unfortunately, competition for land is aggravated by population growth and park and recreation lands are often allocated a role of secondary importance in the priorities of land designated for various human activities.

1.12 It should be recognized however that park and recreation lands have a vital role to play in the cultural, physical and social development of all communities regardless of size and that they can

also exert a significant and positive influence on any community's pattern of growth. Planning for future parks and recreation areas and the open-space needs of newly developing communities and of redeveloping older communities can assist in the development of a coherent, organized pattern of land-uses. It will also ensure that a community's future population will be adequately provided with essential park and recreation areas.

Terms of Reference

1.13 The purpose of this Study is to establish park systems and standards for Metropolitan Winnipeg. It examines the parks systems and services provided by the three levels of government, since each of these supplies the needs of the residents of the metropolitan areas in different areas and to varying degrees.

(a) Municipal

The urban parks that serve primarily the immediate locality. Some of these because of size, location or facilities provided, serve more than local needs. Included in this category are community clubs and school grounds.

(b) Metropolitan

The large parks and golf courses that provide direct service to the Metropolitan areas as a whole.

(c) Provincial

The parks within a reasonable travelling distance for week-end or daily use by the residents of Metropolitan Winnipeg and others.

1.14 Although the Study is primarily concerned with the physical aspects of parks, it will also give some consideration to the recreation programme provided in the parks. In order to complete the picture, the Study includes an analysis of existing structures which support the parks and related function, the relationship between these structures and the legal aspects, together with a summary of these relationships and recommended future patterns.

METHODOLOGY

Sources of Data

2.1 Information regarding the existing parks and, to a lesser extent, recreation programmes, was drawn from Provincial, Metropolitan and Municipal records. Land-use data was taken from Metropolitan and Provincial sources and from the Metropolitan Development Plan. As the pattern of present and future thoroughfares is a determinant in the selection of parks planning areas, thoroughfare information was obtained from the Winnipeg Area Transportation Study. Population data was obtained from the Annual Metropolitan Enumeration and from the Dominion Bureau of Statistics documents. This data was supplemented by additional field work and from questionnaires addressed both to those people who provide for and operate the parks and recreation programmes and those who use them. In all this, every attempt was made to obtain sound measures of the opinions and needs of the people who work in and use the various parks systems.

2.2 The data could be grouped into four main types:

- (a) Land information -- total land and building acreages and assessment, total active, passive and undeveloped recreation potentials, surface type, ownership and maintenance authority.
- (b) Building information -- type, building classification, owner, assessment, acreage, age, condition, primary maintenance and programme authorities.

- (c) Equipment information -- for each type of equipment on a site, number of pieces of that type, surface type.
- (d) Usage information:
 - (i) Type I: records the number of both males and females in each of five age categories present on a site, plus the date, day, time and weather conditions at the time of the survey.
 - (ii) Type II: for a given site, the time and weather conditions plus information for a single user -- distance travelled, age, sex, visitor status, means of transportation, frequency of visit, reason for visit and winter use of parks.

2.3 Since a very large amount of data was collected, tabulated and analyzed, it has not been possible because of its bulky nature to include much of it in this report. A Technical Appendix containing all of the statistical information, explanations of the procedures for analysis and the computer programmes has been supplied to the Planning Division of the Metropolitan Corporation of Greater Winnipeg. This document provides the basis for all of the arguments and recommendations contained in this report and is available for inspection in the Planning Division Library.

Method of Analysis

2.4 The collected and punched data was checked for accuracy of punching by hand, as it was punched. The sets of cards for each site were computer-checked for such errors as wrong number of cards for a given card type for a site, unrealistic figures for recreation potential, etc. A listing of the latter programme is given in the Technical Appendix, pp. 124 to 126.

2.5 After the data was checked, it was written onto magnetic tape. Tabulations were produced from this tape, using a programme written particularly for this data, in conjunction with a compiler. A listing of this special programme is given in the Technical Appendix, pp. 75 to 88. The Tab-Total-Note compiler is also briefly described in the same book, pp. 72 to 74.

2.6 Surrounding usage areas were defined for all Metropolitan-owned sites and for a stratified random sample of municipal, school and other sites. A "utilization population" was then estimated by age and sex, by using a co-ordinate overlay on a Metropolitan map and tracing actual users to their homes. The mapping procedure is described in detail in the Technical Appendix, pp. 50 to 55.

2.7 Population information about the composition of the Metropolitan population regarding age, sex distributions, socio-economic status, housing conditions and accessibility to parks by census tract area was abstracted from the D.B.S. information, the Winnipeg Area Transportation Study and the Annual Metropolitan Enumeration. Additional pertinent information was utilized from the Winnipeg Parks and Recreation Study and the Beatson Study.

2.8 For purposes of analysis, Metropolitan Winnipeg was divided into similar geographic areas. The functions of all park areas were then analyzed in terms of the known population variables for each area. The functions served by the variously owned park areas were noted. A comparison of these park area functions for given geographic areas and their populace was made to known standards extracted from the literature.

2.9 Expanding the data from usage surveys one and two to represent the full population of an area, we were then able to determine the present usage level for all park-like sites of given areas. Special study and analysis were given to the most and least used sites. Because ownership of park sites is known, we were then able to extrapolate the functions by level of ownership and arrive at functions that each level should logically provide.

2.10 With weather and socio-economic factors drawn into the above analysis, standards were arrived at which presently represent adequate levels of service. These standards were expanded for known area population growth in order to insure sound future levels of service.

RESULTS OF THE STUDY

General

3.1 A planning region may be generally defined as a somewhat homogeneous area or community of interest according to one or more criteria. The impact of urban growth on the Canadian population characteristics has focused attention on a specific type -- the region centered around a city. This region is defined in terms of the geographic concentration of people (the city) and the inter-action of the city with the surrounding countryside, towns and villages. In such a region, the relationship of the city to the areas beyond the city limits must be considered as well as the inter-relationship of the various parts of the city. The city should also be able to exert some control over lands within the region which are outside its boundaries. In this study of the systems and standards of the parks and recreation of Metropolitan Winnipeg, we considered the urban-centered planning region to have boundaries sixty miles outside Greater Winnipeg.¹ The major function the Metropolitan area serves in the field of parks and recreation is in the day-to-day and week-end needs of the population. Areas outside the Metropolitan limits within the urban-centered planning region will be considered in this report only insofar as they serve the Metropolitan population as week-end and extended holiday resorts.

1. See Map 6, between pages 62 and 63.

3.2 The region in which Metropolitan Winnipeg is situated is characterized by grassy plains with relatively severe summers and winters. Within a day's drive of the metropolis are the Canadian Shield region to the east and several lake areas to the north and northwest. The most important of these are Riding Mountain National Park and the Lake Winnipeg area.

3.3 Metropolitan Winnipeg covered one hundred and forty-six square miles at the time of this study of which thirty-six square miles (23,600 acres) were residential. It was made up of the following thirteen municipalities: Assiniboia, Charleswood, East Kildonan, Fort Garry, North Kildonan, Old Kildonan, St. Boniface, St. James, St. Vital, Transcona, Tuxedo, West Kildonan and the City of Winnipeg.

3.4 Most of the difficulties in parks and recreation planning for the Metropolitan region originate in the general lack of communication, co-ordination and co-operation among the municipalities which make up the Metropolitan area. The same deficiencies between the Metropolitan Government and individual municipalities make the task of parks and recreation planning and operation on a Metropolitan regional basis more difficult.

3.5 First, municipalities generally tend to guard jealously their various rights and privileges. As a result, co-operative efforts may well become contests.

3.6 The reluctance of the municipalities to work with each other has resulted in the tendency for each to locate most of its parks and recreation sites in the area's population catch basins, ignoring

the marginal populations which still do live within the municipality's legal boundaries. Inter-municipal co-operation would serve these parts of the population better. That is, two municipalities with adjoining boundaries could establish joint sites serving the marginal populations of both. Major sites should also be shared by two or more municipalities.²

3.7 Secondly, the comparative alienation of some municipalities from each other has resulted in a multiplicity of standards for the provision of parks and recreation.³ Each municipality tends to be unique in this respect. There are gross differences in allocation of land for parks and recreation. Differences in the legal aspects⁴ hinder inter-municipal co-ordination as does varying concepts of the general usage of school sites. The differences in provision of parks and park-like spaces among municipalities result not only in uneven standards of service to the respective populations, but also in some difficulties in even comparing the various municipalities' parks and recreation functions.

3.8 Finally, the functions of the three levels of government -- Municipal, Metropolitan and Provincial -- have not been comprehensively studied, yet all three are active in the field of parks and recreation through their various holdings. Municipal, Metropolitan and Provincial legislation must be

2. For further discussion, see pages 76 to 79.

3. This is evident from the high variability in supply of parks and park-like sites. See Table 7 (a), page 32 and Table 4, page 45, Technical Appendix.

4. Page 215, Technical Appendix.

tailored to each other's needs before efficient (optimum) planning and service can be accomplished. In a structure in which the levels of governmental functions were co-ordinated, some central bureau (probably Metropolitan) would handle these planning problems, as well as acting as a central co-ordinating body.

3.9 The above-mentioned problems result in a lack of knowledge in three areas: present usage of parks, present functions of these sites and future needs and desires of the people using the parks and recreation facilities. An additional consequence of the lack of co-ordination among the municipalities has been that the data on the park sites are not completely comparable among municipalities. Because of the lack of knowledge and the difficulty in comparing the structures and the functions of the various municipal parks, there has been a lack of co-ordinative planning for parks and recreation for Metropolitan Winnipeg as an urban-centered region. The lack of a planning policy has made it impossible to establish priorities and proceed with the necessary acquisition of funds and land for the implementation of an adequate programme in parks and recreation.

3.10 The acceptance of a regional Metropolitan scheme of parks and recreation planning such as we are recommending does not imply that the municipalities lose their autonomy or decision-making capacity in this area. What it does imply is that there should be common sets of parks and recreation standards for all the municipalities within the urban region, administered by Municipal, Metropolitan and Provincial levels of government according to assigned functions. This regional policy would be

formulated with due consideration to provincial parks and recreation legislation.

3.11 The first, general recommendation of this study, then, is that a co-ordinated scheme of parks and recreation planning policy be adopted by all the municipalities within the Metropolitan region to be administered either jointly or separately by the bodies concerned and formulated with consideration given to present and future provincial legislation. The details of this recommended scheme are discussed throughout the balance of the report with descriptions of the present situations in parks and recreation.

Standards

4.1 Standards serve both as means of appraising present conditions and as goals for parks and recreation planning boards. Each municipal sub-area tends to be unique because of the peculiar interactions of four variables: (a) the differing philosophies of parks and recreation planning, (b) economic resources, (c) topography, and (d) population characteristics. Because of the uniqueness of each urban region, standards should be internally derived. On an international basis, climate is a fifth factor.

4.2 Standards developed in either the United States or the United Kingdom, have limited application in Metropolitan Winnipeg. Greater Winnipeg's standards should be directly related to the needs, demonstrated interests and capacities of that Metropolitan centre.

4.3 The standards which are listed below were developed for the Metropolitan area in the following way: Each site was classified according to use and its total usage was estimated by measuring usage at random times. Radii of usage, that is, the distance from which the preponderance of users of a given site will travel were calculated using the origin of each user interviewed for each type of site. The population serviced by each type of site was calculated according to the procedures and considerations discussed more fully in the Technical Appendix.⁵ The standards for the Metropolitan

5. Pages 1 to 31.

Winnipeg region were determined from these data. These empirically developed standards are shown in the Technical Appendix.⁶

4.4 In spite of the fact that the approach taken was to use the neighbourhood as the smallest unit for planning of open-space and the standards suggest the same per capita allocation of space for all neighbourhoods, it is important to realize that standards which can be developed for the average neighbourhood must be altered to suit the individual differences which characterize each locality. Age of neighbourhood, topography, type of living unit, socio-economic characteristics and the extent to which the area is broken up by barriers make a neighbourhood unique. This would dictate that standards be changed according to the variables particular to each locality. However, in the overall scheme these standards will provide an adequate level of park and park-like spaces accessible to all. This consideration of the uniqueness of each locality also holds for each of the larger planning units: community, municipality, metropolitan area and region. Each unit's standards must complement each other unit, the whole framework thereby resulting in good provision of parks and recreation open-space for the total population.

4.5 Within a usage radius of one-half mile which covers five hundred and three acres at a population density of twenty-two persons per acre (the average population density for Metropolitan Winnipeg) the amount of land required for public open-space would be eighty-eight acres. Assuming the distribution of age groups in the population to be the average for Metropolitan Winnipeg. This would call for three elementary schools

6. Table 2, page 18.

at six hundred students per school, one junior high school and one-half of a senior high school each at eight hundred students per school, four tot-lots, three neighbourhood playgrounds, three quiet parks and acreage for other uses including experimentation. The precise allocation of space for an average neighbourhood of five hundred and three acres at an average population density of twenty-two persons per acre is shown in the following table.

Table 2

ALLOCATION OF OPEN-SPACE FOR AVERAGE NEIGHBOURHOOD
IN METROPOLITAN WINNIPEG

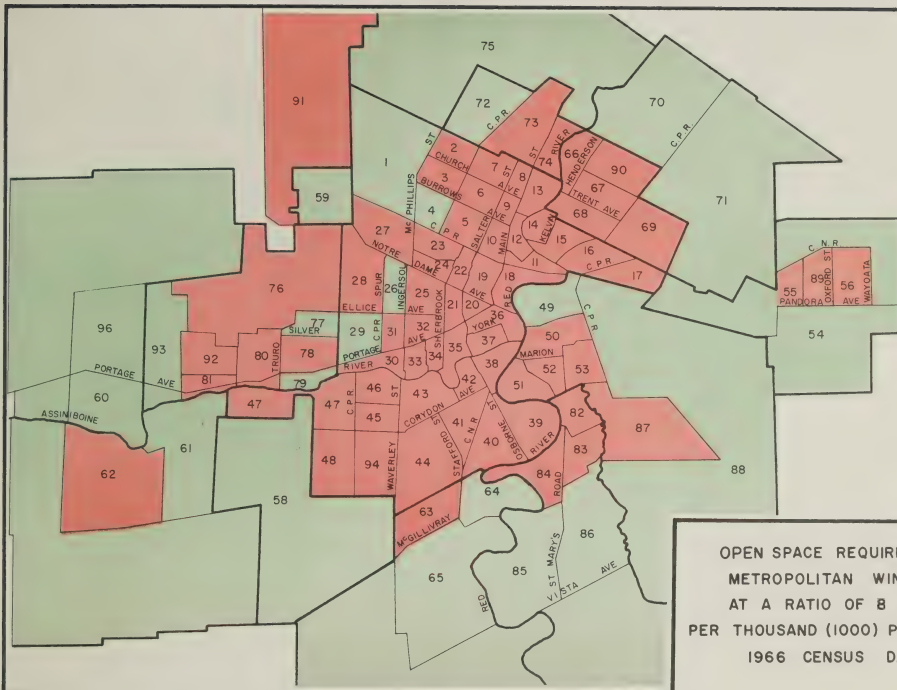
	<u>Acres Per Site</u>	<u>Total Acres Per Type of Site</u>	
Three Elementary Schools	6	18	
One Junior High School	16	16	
One-half Senior High School	26	13	
Sub-total			47 acres
Four Tot-Lots	.05	2	
Three Neighbourhood Playgrounds	3	9	
Three Quiet Parks	2	6	
One Community Centre	10	10	
Sub-total			27 acres
Allocation for Other Uses Including Experimentation			<u>14 acres</u>
GRAND TOTAL			<u>88 acres</u>

4.6 Specialty sites would fall under 'Allocation for Other Uses Including Experimentation' in Table 2. Although in some cases such sites may serve related activities they are generally intended

to serve a single activity. Lawn bowling greens, tennis courts, indoor rinks and swimming pools are a few examples. For these types of sites, approximately eight (8) acres of space is recommended either separate or in conjunction with appropriate other public open-space. Of the remaining six (6) acres, between four (4) or five (5) acres would be required as tree nursery grounds, etc., leaving one (1) or two (2) acres for experimentation.

4.7 Since the average population within a usage radius of one-half mile is equivalent to 11,000 persons, it is recommended that 8 acres per thousand (1,000) population be considered an adequate and reasonable standard for public open-space within the entire Metropolitan Winnipeg area. Having a standard stated in such a ratio tends to overcome the problem of population density variations within Metropolitan Winnipeg. Maps indicating the deficiencies of open-space at 8 acres and 5 acres per 1,000 population (1966 Census) are shown at Maps 1 and 2.

4.8 From the above explanation of open-space dedication, the adequacy of the standard can be seen, particularly if there is multi-use of the open-space dedicated to the schools. To this end school sites wherever possible, should be located adjacent to other public open-spaces and as close to the centre of their ultimate service area as possible. It is assumed that elementary schools would not be situated on arterial streets. By an agreement for joint use of open-space, the school acreage as suggested above could be reduced, but, being adjacent to other open-space, might still in total



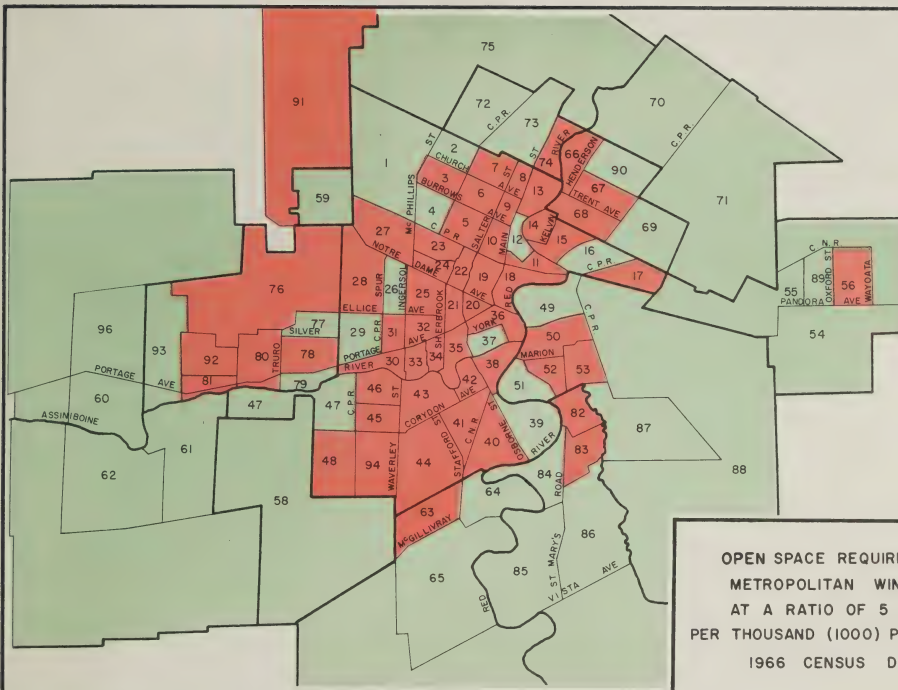
**OPEN SPACE REQUIREMENTS
METROPOLITAN WINNIPEG
AT A RATIO OF 8 ACRES
PER THOUSAND (1000) POPULATION
1966 CENSUS D.B.S.**

LEGEND:

- CENSUS TRACT WITH SUFFICIENT OPEN SPACE
- CENSUS TRACT WITH INSUFFICIENT OPEN SPACE

SEPTEMBER 1969





LEGEND:

- CENSUS TRACT WITH SUFFICIENT OPEN SPACE
- CENSUS TRACT WITH INSUFFICIENT OPEN SPACE

OPEN SPACE REQUIREMENTS
METROPOLITAN WINNIPEG
AT A RATIO OF 5 ACRES
PER THOUSAND (1000) POPULATION
1966 CENSUS D.B.S.

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usable area well exceed that which would normally be set aside for a unifunction site.

4.9 Wherever possible, the public reserves should be combined into multifunction compact areas rather than being subdivided into small parcels. The two exceptions are: (1) Pocket parks, and (2) Play spaces for preschool children. Multifunction sites, because of the variety of services, attract more usage. By the fact of usage -- more usage is created. That is, people attract people particularly when they are enjoying themselves. Multifunction sites by their very nature tend to attract several members of a given family thus overcoming, to some extent, the problem of transportation. The larger areas would be suitable for uses as playfields, parks and similar permitted uses. It is further suggested that open-space primarily used as a means of screening traffic, such as buffer zones, bays, traffic interchanges, bridge approaches and boulevards, should not be considered as park-like open-space, but rather as traffic space. Even though such areas are pleasing to drive by, they generally cannot service people by direct on-the-site usage. Should a boulevard, bay or other traffic screening device be so constructed to permit easy access and usage, then and only then, should it be classified as public open-space. Lanes and streets should not be considered as part of public open-space.

4.10 The banks of the Red and Assiniboine Rivers, as well as the floodways, should insofar as possible, be acquired and preserved as public open-space for the benefit of all citizens. For a full discussion of this recommendation, see pages 55 to 58. It is important to note that the recreational

use to which the acreage will be put is implicit in the standard.

4.11 Of equal importance to the acreage allowance is the location of park-like sites. Areas of open-space for parks and recreation should be where the people are. There are three primary factors affecting location: population, density and availability of land and transportation. All three must be considered in location of park-like sites. Since population density and age groups and housing patterns vary from sub-area to sub-area in Metropolitan Winnipeg, the park-like sites should be located on the basis of population needs rather than merely geography.

4.12 Areas of higher population density need not be served by more numerous sites. The tendency should be towards larger integrated and better equipped sites. In high-rise areas, which are not only areas of high density, but which are characterized by a different age composition to other areas, special provision should be made. The need for open-space and facilities is almost always greatest (calculated on the basis of population) in these areas where the cost per acre of land is extremely high. If such costs are prohibitive, availability of quick, economical transportation must be considered in the location of park-like sites. In the absence of adequate neighbourhood sites, residents must use those park-like areas that can be readily reached by public transportation.

4.13 At the other extreme, servicing of low-density areas is a serious problem since the use-radius of the site remains the same. The cost of service may therefore be up to four times as high on a per capita basis. However, low-density areas tend to serve in part as their own open-space and

consequently, special provision to serve the present population is not as pressing. It is, however important to reserve land for the future when density will increase.

4.14 For the older, more fully developed neighbourhoods in Metropolitan Winnipeg, it will mean the acquisition of appropriate open-space where their standards are below those recommended. This may be accomplished through urban renewal, acquisition of older, no longer needed schools and their grounds and by outright purchase of properties.

4.15 Barriers to usage include traffic arteries, railway tracks, rivers and industrial developments or in fact, any physical feature which prevents the use of a facility to its full potential. Two examples will show how these barriers operate. The first example is of Fraser's Grove Park. Because it is situated on the river, its effective usage radius for all age groups of the population is about three-fifths of the total. It, therefore, serves three-fifths of the people and a second site is needed situated across the river to serve the remaining two-fifths of the use radius.⁷

4.16 Even though rivers and floodways act as a barrier in terms of accessibility to a given site the obvious attractiveness of both active and passive waters recommends, as we have, the acquisition of river banks, etc., as park lands. (See Para. 8.9).

7. Map 4, page 10, Technical Appendix

4.17 The second example is of a section of downtown Winnipeg.⁸ Because several traffic routes cut the area into several relatively isolated segments, several small tot-lots are needed. In an area with no such barriers to usage, a single site would suffice. Barriers such as traffic arteries are of particular concern in planning facilities for the very young children and the aged.

4.18 In Metropolitan Winnipeg, there are basically seven types of neighbourhood areas that require different planning for parks and recreation areas.

4.19 These areas are not totally homogenous in terms of population and age groups. They are, rather, large, logical planning areas and relate fairly closely to the classical urban area concepts of central business districts, surrounding ring, access and period of construction, all of which influence development and redevelopment of these areas.

4.20 These planning areas should not be considered definitional, but functional (as an aid) to thinking and planning about the grosser characteristics of the area. Boundaries of such areas can be defined by housing, geographical and demographical characteristics with the primary emphasis given to defining reasonable areas for planning thought. Each of these types of neighbourhood have differing needs and therefore, requires particular planning of public open-space to meet its requirements. The typical age composition of each of these seven major types of planning areas is given in the table

8. Map 6, page 15 Technical Appendix.

below. From this table, it becomes obvious that adjustments in the general standards must be made to suit the age composition of specific neighbourhoods.

Table 3

TYPES OF RESIDENTIAL AREAS AND
COMPOSITION OF POPULATION

- Area 1 - older, high income, residential, decreasing number of children higher assessment.
- Area 2 - variety residential, young to old families, relatively high income, fairly large number of young children.
- Area 3 - high-rise (newer apartment area) plus some commercial (few young children).
- Area 4 - better housing and newer small apartments.
- Area 5 - mixed apartment and private dwellings, older, subdivided older buildings.
- Area 6 - newer, high income, younger families.
- Area 7 - C.B.D. and areas highly influenced by commercial development and attendant traffic problems.

Table 3 (cont'd.)

		Age Groups				
	<u>All Children</u>	0-4	5-12	13-19	20-64	65+
Area 1	.34	.06	.14	.14	.51	.15
Area 2	.39	.10	.14	.15	.51	.04
Area 3	.27	.08	.08	.11	.61	.12
Area 4	.45	.15	.18	.12	.51	.04
Area 5	.40	.12	.15	.13	.50	.11
Area 6	.47	.14	.19	.14	.50	.03
Area 7	Central Business District and commercial districts or developments.					

4.21 The most extreme types of area are Area No. 3, the high-rise area, and Area No. 6, the newer higher income, young families.

4.22 The newer developments which house these higher income, younger families is characterized by a relatively high proportion of children in all three age groups (preschool, elementary and high school) and by relatively few senior citizens. This neighbourhood should be supplied with all types of park-like areas and facilities but because there are a higher proportion of children in this area better supplied, larger facilities rather than more numerous facilities should be provided for these age groups. In this regard, we do not believe that it is a sound or happy solution to provide different

locations for parks and recreation areas for different age groups. Recreation program planning should also consider the age distribution of the area. In this case, relatively little will be planned for senior citizens.

4.23 In contrast, the area of high-rise has a high proportion of adults and senior citizens with average proportion of high school students and corresponding low proportions of preschool and elementary school children. Both the provision of park facilities and recreation programmes should be oriented to the interests of teenagers and adults, plus the groups of senior citizens as shown by the Winnipeg Parks and Recreation Study in 1967. Younger high-rise dwellers tend to be involved in active and competitive individual and dual sports and the advanced cultural activities of drama art, music, etc.

4.24 In addition, users from this study who lived in the high-rise areas tended to range further from their residence in pursuit of recreational activities.

4.25 Because of these factors, it would seem logical to provide a combination of highly active smaller areas near high-rise blocks, but with some adjacent smaller quiet park-like facilities to cater to the elderly high-rise dweller (if larger reserves are unavailable).

4.26 Area seven, or the Central Business District requires pocket parks and experimentation as suggested in Paragraph 10.12.

4.27 Area four, with its lower socio-economic, large families, needs the more competitive group activity areas for its youth plus the full gamut or range of facilities within the neighbourhood. This is suggested since mobility as measured in this study, by distance to use park-like sites, is lowest in this type of area. In other studies, ex. Winnipeg Parks and Recreation Study, 1967, this group tends also to be the least vocal regarding their needs in spite of the fact that they are generally the most underserved with parks and recreation areas and facilities.

4.28 In Area one, with older high income groups, the needs are minimal for younger children. Such areas should be provided with the acreage and facilities appropriate to the ages indicated in Table 3.

4.29 Users of all types of public sites and individual sports facilities for all ages such as golf, swimming, were low from area one. To take part in these activities, they ranged far more widely on our usage survey than did those from other areas, the exception being high-rise dwellers.

4.30 Area five needs cover the range of sites and facilities for all age groups. They are heavy users of all types of neighbourhood facilities where no barriers to their usage existed. Unfortunately in this type of area, traffic routes often form barriers to usage of a number of sites for the very young and older people groups which comprise about two-fifths of the population.

4.31 Needs for quiet parks and passive activities for older people are also apparent in area five.

4.32 Land in this type of area is generally at a premium and population density is usually above the average of twenty-two persons per acre.

4.33 Area two encompasses the largest segment of general population and although some emphasis is needed on sites and programmes for older people, all other age groups need more attention, particularly the teenagers and young adults in terms of space, facilities and programmes.

4.34 Urban municipalities have traditionally acquired park-like sites by purchase, by gift, by dedication and by transfer. Land acquisition by purchase has become difficult, if not impossible, in heavily populated areas simply because of its cost. In outlying areas where land is not as scarce the price is of course less, but even here the need for make-up space to cover deficiencies from other areas, plus the existing need in that particular area tends to outstrip what can be dedicated and/or purchased.

Usage

5.1 The use of park-like areas and facilities is directly related to the condition in which these sites are maintained. Littered parks, unmarked diamonds and playfields, poorly lit facilities ill-kept areas and broken equipment have a negative recreative value. Such conditions discourage use of park-like sites, school sites and recreation centres. These conditions further contribute to deterioration through vandalism. In many municipalities, maintenance of parks and recreation sites has not kept pace with the needs. Because of this, approximately twenty per cent of their facilities will require extensive repair within five years. Some facilities and areas have already reached this state. Insufficient funds are being spent by most municipal governments for proper maintenance and upkeep of park-like sites and facilities. An adequately financed annual refurbishing programme is needed to overcome this problem.

5.2 The criteria for establishing the priority of expenditures for upkeep and renovation of park-like sites and facilities should be directly related to their condition and not to the requests of more vocal segments of the community as is the case in most instances now. If this policy was instituted, it would, in part, overcome some of the disadvantages experienced by the less vocal citizens of lower socio-economic groups.

Open-Space Deficiencies

6.1 The first point which becomes clear when examining Table 4 which follows this page is that in the overall picture for the Metropolitan area there needs to be approximately twenty-five per cent (25%) more acreage to meet the standard of eight (8) acres per thousand (1,000) population.

6.2 However, to gain a more accurate perspective, one must consider that certain municipalities such as Fort Garry have surpassed the suggested standard by some two hundred acres, yet because one is unable to shift such acreage around at will, it does not help the overall standard.

6.3 The second point is that the older cities forming the core of urban Metropolitan Winnipeg are those that have significant deficiencies in open-space acreage. That is, the Cities of Winnipeg West Kildonan, East Kildonan and St. Boniface.

6.4 The reasons for this are twofold. One, the increase in population density in these municipalities, and two, limited space for growth which, of course, causes the increase in population density.

6.5 Although one is startled by the 1,737.45 acres that is going unused at this time, it should be noted that approximately seventy per cent of this space is located in municipalities which are already meeting the standard. In view of the unused available space (some five hundred and twenty-eight acres) in the municipalities which show a deficiency, the survey team traced back through the survey forms to ascertain the reasons for non-usage of these sites.

Table 4

SUPPLY OF IN-USE AND NON-USE PARK AND SCHOOL SITES, AND DEFICIENCIES
(PRESENT, 1971 and 1986) BY MUNICIPALITY

MUNICIPALITY (ACR. NEEDED)	IN-USE SITES			NON-USE SITES			TOTALS	DEFICIENCIES (open space requirements)		
	Park	School	Total	Park	School	Total		Present	1971	1986
Assiniboia (155)	38.70	37.36	76.06	321.62	68.35	389.97	466.03	(155) -	(240) -	(616) 149.97
Charleswood (58)	--	--	--	23.44	43.26	66.70	66.70	(58) -	(105) 38.30	(320) 253.30
** East Kildonan (232)	61.12	23.58	84.70	18.15	33.38	51.53	136.23	(232) 95.77	(240) 103.77	(256) 119.77
Fort Garry (168)	102.63	59.83	162.46	133.11	70.09	203.20	365.66	(168) -	(222) -	(440) 14.34
North Kildonan (96)	10.02	32.96	42.98	9.46	51.37	60.83	103.81	(96) -	(140) 36.19	(348) 244.19
Old Kildonan (11)	--	--	--	2.54	9.86	12.40	12.40	(11) -	(32) 19.60	(120) 107.60
** St. Boniface (344)	117.32	19.14	136.46	51.86	69.95	121.81	258.27	(344) 85.73	(400) 141.73	(525) 266.73
St. James (344)	180.29	27.68	207.97	84.83	75.59	170.42	378.39	(344) -	(386) 7.61	(410) 31.61
St. Vital (236)	385.12	13.73	398.85	163.20	88.01	251.21	650.06	(236) -	(320) -	(520) -
** Transcona (160)	68.62	11.10	79.72	11.40	64.33	75.73	155.45	(160) 4.55	(216) 60.55	(360) 204.55
Tuxedo (20)	.85	11.54	12.39	21.44	33.66	55.10	67.49	(20) -	(32) -	(200) 132.51
** West Kildonan (178)	43.22	14.35	57.57	34.83	18.01	52.84	110.41	(178) 67.59	(192) 81.59	(208) 97.59
** Winnipeg (2,056)	825.17	127.89	953.06	24.82	201.39	226.21	1,179.27	(2,056) 876.73	(2,056) 876.73	(2,056) 876.73
TOTAL (4,058)	1,833.06	379.16	2,212.22	900.70	827.25	1,737.45	3,950.17	1,080.37	1,366.07	2,558.89

** Would not meet or surpass present needs if all unused school and park sites were used.

6.6 Our analysis of the possible reasons for the lack of usage of this five hundred and twenty-eight acres falls into several categories:

- (a) Lack of development
- (b) General unattractiveness of the site
- (c) Poor location
- (d) Lack of leadership and programming
- (e) Schoolyard space being locked up in a few instances

6.7 A review conducted on a municipal basis is necessary to locate undeveloped acreages. For this, the reader is referred to pages 33 and 37, Technical Appendix, which is simply a more definitive pinpointing of the areas of open-space deficiency by census tract.

6.8 Unattractive and poorly maintained areas and sites have a negative effect on usage and often lead to vandalism. Attractive and well-kept areas and facilities invite participation and enjoyment which in turn, assists in the development of proper attitudes towards such public areas. Unless open-space is so situated as to be accessible to the user in terms of distance and lack of natural and man-made barriers, it will not be utilized. Accessibility for this study is defined for various types of areas by usage radii in the following Table 5.

Table 5

RADIUS OF AREA SERVICED BY A RECREATION SITE
AS DETERMINED BY THE USAGE STUDY

Neighbourhood	Tot-Lot (no water).	-	1/8 to 1/4 mile
	Small or quiet park.	-	1/4 to 1/3 mile
	Site with pool.	-	1/3 to 1/2 mile
Community	Multiple facilities major sites (5-13 acres)	-	1/2 to 2/3 mile
Metropolitan	"Metropolitan major parks and golf courses"	-	3 to 4 miles

6.9 It is an acknowledged fact in the recreation field that open recreation or park space usage is vastly increased by appropriate leadership and/or supervision. Further analysis of used and unused similar types of sites bears this out. This was particularly apparent on school sites, tot-lots and in the centre portions of the two larger Metropolitan parks. Many tot-lots without leadership received limited or no apparent usage, while other tot-lots with similar facilities, but with leadership, consistently attracted substantial usage. Further discussion of these points are found in the sections on experimentation and on school sites. Priorities to relieve present deficiencies in open-space by

municipality are readily extracted from Table 4. They are: Winnipeg with 876.73 acres deficiency, East Kildonan with 95.77 acres deficiency, West Kildonan with 67.59 acres deficiency and St. Boniface with 85.73 acres deficiency. Of the four cities deficient in open-space, Winnipeg and the two Kildonans are the most highly developed and there is little land left. In other words, open-space is at a premium where most land has been otherwise utilized. Details of census tracts which are deficient in terms of the proposed open-space standards are shown on pages 33 to 37, Technical Appendix and on Map Nos. 1 and 2. St. Boniface is the only City of this group which still has room for urban expansion, and therefore, a greater potential for readily making up the deficiency in open-space. The types of park-like sites which are deficient are deliberately not indicated at this time, since we are of the opinion that far greater diversity as to type, design and multiplicity of function will be the ever-increasing need in park-like sites in the future. To this end, there is included a section on Experimentation which explores such concepts more fully.

6.10 Population growth over the past and prognosis of future growth for the municipalities with open-space deficiencies suggests that Winnipeg will show a large increase in population density in the perimeter area of Downtown with the population in the rest of the City remaining steady, East and West Kildonan will show very slight population increases, and St. Boniface will show a marked increase in population. For a discussion of these population effects, one is referred to the section on Staging and Implementation.

6.11 In the establishment of priorities for a programme of land acquisition in order to approach the standard of eight acres per thousand population, consideration must not be confined exclusively to the Cities of Winnipeg, East and West Kildonan. Such an approach would likely go a long way to meet existing needs, but would be creating even greater future open-space problems in the remainder of the Metropolitan area. What is needed is an all-inclusive programme balanced to move toward corrective measures in the existing problem areas by acquisition and development of open-space and at the same time, be setting aside sufficient public acreage to care for future needs. Although this may sound like an extremely expensive proposition at the onset, it is not particularly so, if one thinks of school acreage as part of the total dedication. The importance of multiplicity of use of open-space areas and facilities cannot be sufficiently emphasized. Under the present circumstances in Metropolitan Winnipeg it is only through such a programme that reasonable and adequate standards for parks and recreation areas and facilities may be achieved.

6.12 In spite of existing areas and facilities and new sites being planned and developed in some of the municipalities in Metropolitan Winnipeg, deficiencies will continue to exist for some time. If the municipalities that are deficient in open-space solve their needs, it is obvious that they will have to draw upon resources not now available to them. These additional resources may only be available through a unified Metropolitan-wide approach. There are a number of factors that affect both the type and amount of recreation programmes and space that all the urban municipalities must provide.

Population growth, increased leisure time and diversion of labour, each in its own way has created greater demand for recreation. Population growth and immigration of people into the Metropolitan centre area have required both high density and intensive use of land, characteristic of most Metropolitan centres. Simultaneously, labour-saving devices have created more leisure time. In the workshops and the offices, people are now able to perform their necessary work in a shorter time. Diversion of labour has further increased the need for recreational activity. Because the increased specialization of many occupations has decreased the satisfaction which used to be derived from their jobs, wage earners must seek opportunities and outlets for creativity in other areas of their lives.

6.13 Although the size of the population of any centre has traditionally been the primary factor affecting the need for park-like sites and recreation programmes, the present economic and sociological characteristics of the central Metropolitan area are of ever-growing significance. Even though there has been an increase in family income level, welfare suggests that more central area residents are economically deprived than elsewhere in Metropolitan Winnipeg as a consequence of the in-migration of the rural poor and the flight to the suburban municipalities of many middle- and upper-income families. Because this new group of central area dwellers are less economically able to meet their recreational needs, the City of Winnipeg will no doubt be called upon to provide more recreation programmes, facilities and space than in the past. Unfortunately, there is little or no open-space left that can be so developed in the City, particularly in the areas where the economically deprived people

are concentrated except through an urban renewal programme.

6.14 It is generally accepted that park-like sites enhance the value of land in proximity to them. By this very fact, parks being established or refurbished in lower socio-economic residential areas may force families of this economic category to move away from the very areas in which such services are being provided because of the increased value of property resulting from the establishment or renovation of the parks. The solution to this problem lies in the uniform provision of park-like sites in all sub-regions of the Metropolitan area.

6.15 Attractive, well-programmed sites and facilities under sound leadership exert another economic factor often overlooked because it is difficult to measure. That factor is the lowering of law enforcement costs and lessening of vandalism, to say nothing of the positive values accruing to participants.

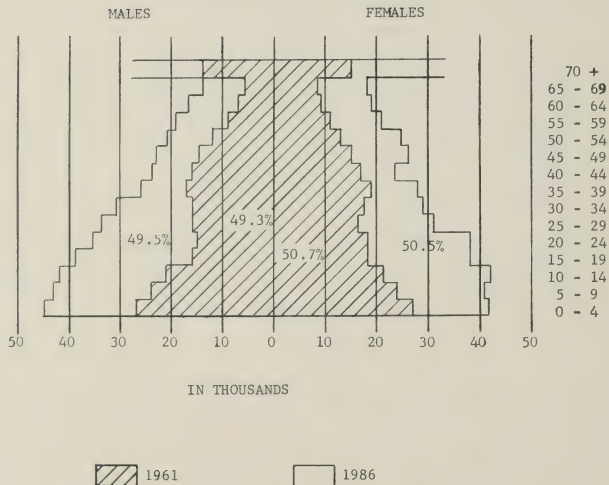
6.16 Although the factors of uniqueness of neighbourhoods or sub-areas and uniform provision of park-like sites may sound contradictory, it should be pointed out that these are complementary features. Uniformity refers to open-space and leadership and uniqueness refers to what is done with it in terms of facilities and programmes to meet each sub-unit's particular needs.

6.17 At the same time, because of increased affluence, exposure through mass media to new leisure-

time activities, and the availability of a variety of recreational equipment to many people, suburban municipalities are faced with providing a wider variety of programmes and appropriate sites not demanded in the past. The percentage of young people fifteen to twenty years of age is increasing more rapidly than is the total population. Consequently, municipalities must increasingly consider the needs and interests of this segment of the population when park and recreation sites and programmes are structured. (See Table 6.) The same is true of the golden age group, sixty-nine years and over. Because of the increased leisure time for virtually all old people in all walks of life and in all circumstances, time for recreation is now available the year round. Previously, recreation thinking and programming was almost entirely relegated to a summer operation for juveniles. Interest in sports and athletics is undergoing a change. The public is beginning to realize that there is more to recreation than just football, hockey, fastball, swings, sandboxes and slides. If the Metropolitan area is to be provided with adequate parks and recreation areas and facilities, the provision of adequate amount of open-space is merely a first step. Optimum location of sites, provision of creatively designed facilities and programmes which attract users of all age groups are necessary to complement the open-space.

Table 6

COMPARISON OF NUMBER OF MALES AND FEMALES
BY 5-YEAR AGE GROUPS
METROPOLITAN WINNIPEG 1961-1986



The Community School-Park Concept

7.1 Optimum utilization of existing and potential open-space is not being achieved in the municipalities of Metropolitan Winnipeg. An analysis of usage of existing available space by community would give the following order to communities: Winnipeg, North Kildonan, West Kildonan, St. James, Transcona, East Kildonan, Fort Garry, St. Boniface, St. Vital, Assiniboia, Tuxedo, Old Kildonan and Charleswood from most usage to least usage of park-like sites. (see Table 4, page 36).

7.2 It is interesting to note that Winnipeg and West Kildonan, with the greatest deficiencies are among the top municipalities when it comes to the utilization of existing park-like acreage. The main conclusions to be drawn from such analysis are: 1) that all developing and fast-growing municipalities should be embarking on concerted programmes of land acquisition according to a standard that would insure sufficient open-space for present and future demands, and 2) that the only feasible economic approach to the varying municipal problems of land usage and acquisition is a co-ordinated approach among existing agencies within the municipalities followed by further co-ordination and co-operation among municipalities and other levels of government; namely, the Metropolitan Corporation and the Province of Manitoba.

7.3 To this end, agreement for joint planning, use and shared leadership on all sites between parks and recreation officials and school boards is essential. This will not answer all the problems

but will provide a partial solution to the several school and municipal recreation problems and needs. At present, in the Metropolitan Winnipeg area, sixty-eight per cent of the school acreage available showed no apparent usage as a result of the surveys. The unused school acreage represents eight hundred and twenty-seven point two-five (827.25) acres of open-space generally centrally located to populations of given areas. The majority of these school sites have good outdoor and indoor recreation potential.

7.4 The reasons for wastage of this well located usable space are of interest. Comments by those conducting the survey indicated a number of school grounds were simply locked up for the summer months. The general unattractiveness, sterile gravel ground setting with the lack of trees and grass and the lack of appropriate facilities were likewise commented on in a large number of cases.

7.5 School grounds outside of school hours are usually a boring place to be. They are not sufficiently attractive to draw teenagers away from the interesting streets and commercial areas. Of interest also, is the general location of a number of the apparently unused school sites in the overall picture. Many of these sites are located in what could be called "drought areas" insofar as park-like and other usable sites are concerned.

7.6 In order to encourage municipalities and school boards to start thinking of joint use of school and recreation facilities and spaces by the respective groups, a summary of information regarding

joint use of indoor pools is included on page 206 in the Technical Appendix. The inclusion of this item as an initial starting point is deliberate since there is an extreme shortage of indoor pools in the Metropolitan region. This fact is well recognized by the public. The straight economics of this situation strongly suggests sharing of capital and operating pool costs by joint school and recreation and/or parks boards. Therefore, joint ownership is recommended as the starting point for implementing the School-Community Centre Concept to municipalities where it is not already accepted. Although some municipalities operate on an informal agreement, we would recommend that municipalities and school boards enter into formal agreements, similar to that used in Edmonton, a copy of which is included in the Technical Appendix. Park school programmes permit the full time use of both school and park-like sites, thus eliminating the extra needless cost for construction of unifunction areas and facilities. In addition, co-ordinated efforts of this type should lead to the most efficient use of the limited number of professionally trained leaders in this field. The merits of such agreements from economic, sociological and pleasurable, positive health aspects, make this a worthwhile venture for municipal authorities and school boards to energetically pursue.

7.7 The community school can be the focal point in the community which provides the chief source of individual and social activities and learning. It may serve as the vital social institution around which the entire community can organize and operate. In or near the centres of Metropolitan areas, the community school is frequently the last remaining vestige of the community. As such, the school can

contribute much for education for leisure and become a focus in the community for functions leading to a better standard of living for the inhabitants.

7.8 The concept of "community curriculum" represents the total of all of the experiences and resources of the community and of a large part of the supervised education and recreation in that community. This community school concept is growing and an increasing number of communities are developing education systems of this general type.

7.9 The features of the community school which have relevance to this study would be those features related to parks and recreation. These include park-schools, outdoor laboratories, indoor and outdoor sports centres, nature centres, cultural centres, performing art centres and continuing education programmes. Another emerging pattern of the community school is the twelve-month school year which extends the educational and recreational opportunities for out-of-the-classroom experiences many of which are relevant to the educational process. Since the school has the responsibility to educate for the worthy use of leisure time and provides many of the community facilities for instructional and service programmes, it must be a partner with other agencies that have responsibilities for areas, facilities and programmes related to parks and recreation. While this function is at hand in the community school concept, it is important to re-emphasize that any school, regardless of type, must be a co-operative agency in effecting education for leisure. Since there is a school in the

centre of most areas of population which has facilities and leadership and since one of education's basic objectives is the worthy use of leisure, the school must be a partner in the planning for present and future parks and recreation areas and programmes.

7.10 More specifically, the functions or services that can be played by the educational institutions of Metropolitan Winnipeg are as follows:

- (a) Open-space -- late afternoon and evening use of open-space and facilities by citizens of that neighbourhood. For example, playfield and full summer usage by the community when the school term is over.
- (b) Similar time use of indoor facilities.
- (c) Sharing in the capital cost of providing additional indoor and outdoor facilities in areas appropriate for in- and out-of-school use. That is, auditoria, gymnasias, shops, laboratories, pools, tennis courts, playfield, etc.
- (d) Sharing in the development of the progressive leisure time programmes, the skills of which might well be developed in the school and practised and enhanced by participation in the community programme.
- (e) Emanating from the above points would be, of course, sharing in the cost of, and in actual leadership for programme purposes. Such leaders would be specialists in various areas and would work with both the in-school and out-of-school population on appropriate schedules.

7.11 There are some excellent existing examples in the U.S.A. of the benefits to the citizens in recreational and educational pursuits and in cost savings by jointly sponsored programmes. Flint Michigan; Tacoma, Washington and Hennepin County, Minnesota, are good State-side examples of what such programmes can and do provide. In Canada, Edmonton, Alberta, is moving very rapidly towards this type of a programme.

7.12 Where similar programmes have been undertaken, the school once again becomes an open house to all forms of socially approved activity for citizens of all ages. Schools with their facilities for music, sports and practical hobbies in and out-of-school would, in the finest manner, supplement the usual school work. The school which offers young people opportunities for activities and play in their free time will become a familiar and better-liked institution, even to the weak pupil and thus, will foster a proper and positive attitude toward the school. Fostering of community interests could again bring the school nearer to the children, their parents and to the whole population of the neighbourhood -- a state of affairs which could be particularly welcome today in both education and recreation.

7.13 The following recommendation arises directly from the above considerations. This recommendation is that a direct approach be made by all municipal parks and recreation officials in the Metropolitan area to individual school boards, to actively investigate co-usage of one another's existing facilities and to promote the development of true community school centres. This should be done for

municipalities which are contemplating new schools and in such cases, it should start with the initial planning stages and carry on through to the completed community school development. For several existing school sites in census tracts where open-space deficiencies are indicated,⁹ pilot projects should be started and gradually expanded to embrace the full concept as expressed.

7.14 In addition, steps leading to the joint planning for indoor pools attached to schools on a capital and operating cost-sharing basis should be implemented. It is our considered opinion that in order to efficiently effect the above recommendation, the following is required:

1. A co-ordinated overall plan for the development of all open-space sites and facilities in the Metropolitan area.
2. A representative authority be established to stage the implementation of such a development plan.

9. Table 7(a), pages 33 to 37, Technical Appendix.

Speciality Sites

8.1 Sites which emphasize a single function should be considered primarily in terms of that function rather than as part of the general analysis pattern of other parks and recreation facilities. Sites within this special category which are deserving of particular attention at this time are:

- 1) Golf courses
- 2) Aquatic sites, i.e., swimming pools
- 3) Areas adjacent to Metropolitan traffic routes, i.e., boulevards, buffer zones and bridge approaches

Golf Courses

8.2 Both private and public golf courses within or near the Metropolitan perimeter road will be considered in this discussion. If only the courses within the perimeter road are considered, Greater Winnipeg currently provides one hole of golf per two thousand three hundred and forty (2,340) people of the total population. The inclusion of courses immediately beyond the perimeter road decreases this ratio to one hole per one thousand, seven hundred and fifty (1,750) population. Both these figures surpass the present American standard of one hole of golf per three thousand (3,000) population. However, the latter standard is more than likely obsolete because the heavy usage of public facilities and the long waiting lists for private courses indicate that the provision of golf

by existing facilities is still exceeded by the demands of the population.

8.3 This section proposes a more realistic approach to the provision of golf courses in the Metropolitan area. If one wishes to maintain the present standard of one hole per 1,750 population an additional 18-hole course would be required for each increase of 31,500 in the total population. The latter is approximately equal to the increase of the population between 1961 and 1966. The increase in population between the years 1966 and 1971 will be approximately 39,000, therefore one new course will be needed by the latter year to maintain present standards. However, heavy usage indicates that the present standard of one hole per 1,750 people is inadequate. To attempt to meet the demand by 1971, a second new course should be built. Since a course usually takes in the order of three years to develop from drafting board to golf green, the following recommendation is made: begin construction of one course in 1969 which should open in 1971. This course, plus the John Blumberg Park and Golf Course will then meet the 1971 demand given stability in the popularity of this sport.

8.4 If these two new courses are open in 1971, some gain on the demand will have been made. That is, the ratio of one hole of golf to each 1,750 persons will not only have been met, but will have been lowered. From analysis to date, area three with its potential for expansion would be the logical area for a future park-golf course development. By following the same principle, construction of one 18-hole golf course per increase of 31,500 in the population, modified by observations of actual population

growth and demand on existing facilities, a prognosis can and should be made for successive periods.

When planning construction of golf courses, two concepts merit consideration. The first of these, not new to Winnipeg, is a combination park-golf course which has been implemented at Metropolitan golf sites. This concept is proving to be extremely popular here and in other parts of the country and should be continued in future Metropolitan developments.

8.5 The second and newer concept -- the circular golf course -- has been successful in the United States and is now being introduced in New Westminster, British Columbia. This concept is where the clubhouse represents the hub of the wheel and the fairway, the spokes. Such a circular course has several advantages: (a) increased usage since there is no need to follow a given sequence of holes where the slowest golfer on the course tends to set the pace for those behind him, (b) this means increased revenues -- because of heavier usage and also the fact that almost half the greens are in the immediate vicinity of the clubhouse, (c) one can play the holes of one's choice for practise.

Aquatic Sites

8.6 According to standards established by the Winnipeg Parks and Recreation Study (1967), Metropolitan Winnipeg suffers from an acute shortage of aquatic facilities. Table 7 on the following page details the number and size category of the indoor and outdoor swimming pools required to raise the

Metropolitan area to the Winnipeg Parks and Recreation Study standards. Note that the term Metropolitan area includes the City of Winnipeg. This table requires no further interpretation. The point is that many more aquatic facilities are required to service the population of Greater Winnipeg.

Table 7

SIZE AND NUMBER OF POOLS REQUIRED
BY METROPOLITAN WINNIPEG

<u>Size Category</u>	<u>Number of Pools Required</u>	
	<u>Indoor</u>	<u>Outdoor</u>
A (small)	2	3
B (medium)	4	6
C (large)	8	8
D (diving areas)**	2	1

** Diving tanks are constructed adjacent to large (Type C) pools.

Size Categories: A = 25' x 60'
B = 70' x 90'
C = 75' x 125'
D = 45' x 45'

8.7 In spite of the fact that a shortage of aquatic facilities exists in the Metropolitan area as a whole, responsibility for provision of these sites should not lie primarily with the Metropolitan authorities, but rather with the municipalities. The role which the Metropolitan authorities can play is the provision of one large, i.e., type "C", outdoor pool, similar to the one in Kildonan Park, in each of its larger parks which, in addition to servicing the population more adequately, would also add to the attractiveness of such major Metropolitan sites. Consideration should be given to the provision of a large outdoor pool at Assiniboine Park and later at John Blumberg Park and Golf Course.

8.8 In the provision of indoor pools, the only logical solution for division of function is for municipal governments and school boards to combine to provide type "A", "B", "C" and "D" indoor pools. The Metropolitan Government should consider only the provision and maintenance of a large spectator and multifunction indoor pool. Since the City of Winnipeg now provides such a feature in the Pan-Am pool in the Metropolitan area, there is no need to pursue the point any further, unless the City of Winnipeg would care to turn the operation of this pool over to the Metropolitan Corporation.

8.9 The importance of water to all sites whether it be "activity-oriented water" or simply for beautification becomes readily apparent from the usage patterns of sites with and without water.¹⁰ In almost all cases, activity-oriented water not only doubles the usage of a given site, but also

10. Table 10, page 114, Technical Appendix.

the distance users will travel to use it. The mere presence of water for beautification increases both the usage radius and the number of users, but not to the same extent as does activity-oriented water.

8.10 A typical example of this is in Transcona, where Transcona Stadium with a swimming pool has a usage twice that of Southside Community Club, a larger nearby site with otherwise more comprehensive non-aquatic facilities. Other examples including playgrounds with wading pools, parks with fountains, parks adjacent to either the Red or Assiniboine Rivers and parks with swimming pools bear out the extreme importance of water to site usage. Roughly equivalent park sites without water resources receive markedly less usage and the usage radius is significantly smaller.

8.11 Almost no sites with water on or adjacent to them could be found among sites receiving no apparent usage. The rare exception to this could be found where extreme traffic barriers prevented usage. The usage for the fifty-one sites with water certainly far outstrips the usage patterns of equivalent sites among the six hundred and ten without water. In examining the usage pattern on a map, one could almost trace the rivers in Greater Winnipeg.

8.12 On the strength of this evidence, it is recommended that Metropolitan Winnipeg should augment its efforts to acquire land holdings along the Red River and the Assiniboine River, the Greater Winnipeg Floodway and other adjacent water sites which are likely to fall in the line of

the growth pattern of Greater Winnipeg. It is also recommended that the banks of rivers and streams within Metropolitan Winnipeg be the target of an in-depth study as to their suitability for acquisition and development as park-like sites.

Sites Along or Adjacent to Metropolitan Traffic Routes

8.13 Two categories are of interest here:

- (a) Buffer zones which separate the heavy traffic route from the residential area through which it passes.
- (b) Sites on boulevards or adjacent to traffic routes in downtown areas.

Each of these sites has two functions, one aesthetic and the other practical.

8.14 It is in the area of the practical function where buffer zones and boulevards differ. Where appropriately equipped, the boulevards in downtown areas serve a real purpose as rest areas for shoppers and workers. In the older high-rise areas in downtown, boulevards are heavily used by local inhabitants. The results of the usage survey on Broadway, for example, would bear this out. Small park holdings such as Gateway Park are also extremely popular and serve a similar function to the downtown boulevards. Because of the scarcity of such sites and the very real service they provide to a large segment of the population, consideration should be given to acquire small holdings of this nature.

8.15 Buffer zones of sufficient depth could serve a dual function, but there is some doubt as

to the economics of such a course. On the Grant Avenue buffer zones, for example, there was recorded only minimal usage. For the purposes of analysis of park-like sites, buffer zone acreage should not be considered in the same light as the boulevard sites. This is not to say that they should not be a part of the total parks holdings of the Metropolitan Corporation because from a beautification point of view, as well as a practical separative value, they are essential. However, in working for total coverage of all Greater Winnipeg with various radii of usage, the function of buffer zones, bridge approaches and traffic loop interchanges should not be classed as park acreage because of general inaccessibility and hence, minimal possible usage.

Perimeter Roads (Interior and Exterior)

8.16 It would be wise to proceed with acquisition of small pocket parks along the Suburban Belt way and the Perimeter Highway where outlying shopping and business centres are likely to develop. Where Metropolitan routes pass through or by industrial lands, small holdings should be set aside and the feasibility of installing a putting green, benches and similar types of facilities should be investigated. On the Perimeter Highway which is approximately fifty-three miles long, parking areas trailer parks and park-like sites for those entering Winnipeg should be considered at the intersections with the Provincial trunk highways. The present demands for such trailer and camping sites near Greater Winnipeg should be thoroughly researched. The yearly increases in the vast array and amounts of all types of camping equipment sold is sufficient justification for undertaking such research. It is suggested here that the Provincial Government is the logical level of government to

be considering this type of installation.

Large Parks

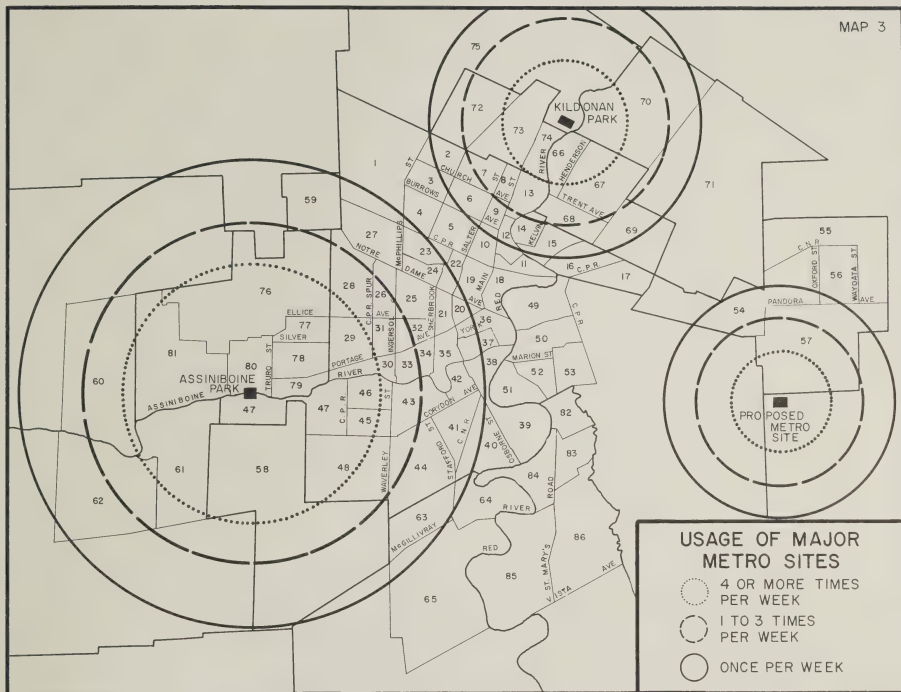
8.17 The provision of "large" parks such as Kildonan, Assiniboine and John Blumberg and La Barriere is a function of Metropolitan Government that should be continued.

8.18 As indicated on Map 3, usage of such large multifunction sites indicates that they receive high usage by citizens of all ages from all geographic areas of Metropolitan Winnipeg.

8.19 The only parts of the two large parks (Kildonan and Assiniboine) which were not well used were certain interior areas which are indicated on Maps 4 and 5 by an 'x' in the centre of these areas. There are three possible solutions to this problem:

- (a) Linear parks planning which avoids the creation of these problem areas.
(i.e., areas where there may be loss of orientation to familiar land marks).
- (b) Better education of the public so that the interior areas will be used.
- (c) The location of some attractive facility in the middle of a larger area
which will attract users to that part of the site.

8.20 As far as the actual supply of large park sites is concerned, Assiniboine, Kildonan and John Blumberg Parks, together with La Barriere and the reserve acreage to the northwest, will service



KILDONAN PARK



SCALE ONE INCH EQUALS 500 FEET



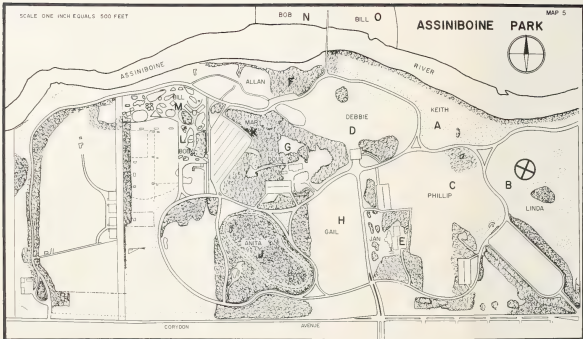
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MAP 5

ASSINIBOINE PARK



the area west of the Red River. Holdings for an additional large park should be acquired in the southeast section; the approximate location is shown on Map 3.

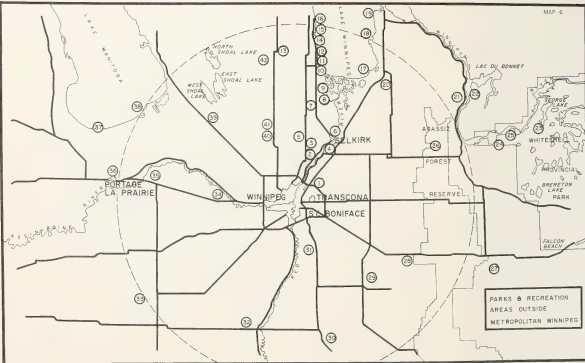
Non-Metropolitan Sites and Facilities

Use of Non-Metropolitan Sites

9.1 In considering the usage by residents of Metropolitan Winnipeg of non-City parks and facilities for day or weekend excursions, the study of perimeter sites included all park and recreation facilities within a 60-mile radius of Winnipeg. The individual sites are shown on Map 6 and are considered in a clockwise order starting with those north of Metropolitan Winnipeg progressing from those nearest the City to those most distant. The potential usage of each site was measured by two scales and two ratings which are detailed in the Technical Appendix, pages 182 to 205. To facilitate examination, the sites are considered by northeast, northwest, southwest and southeast, in that order.

9.2 The best of the four sectors, in terms of potential and/or actual use, was the northeast. This area is well-serviced by Provincial highways and roads; in addition, many sites are located on or near lake shores and streams and are set in well developed parklands. A secondary reason for the heavy usage and usage potential may be the 'grouping' of sites. For example, Lower Fort Garry, Rotary Lake, Rendezvous Lake and St. Andrew's Locks which may be considered as one such grouping, would encourage heavier usage than would any single site because of the diversity of facility and of scenery offered.

9.3 The northwest sector, because of the existence of many small lakes within the region (in



addition to the shores of Lake Manitoba and Lake Winnipeg) has the second largest usage and usage potential.

9.4 The southwest sector, which is primarily agricultural, contains only two sites (both of which are located within town-sites). The usage potential of this area is low. The usage of the southeast sector is also low, but its usage potential is relatively high because of the existence within this region of two large, and mainly undeveloped, forest reserves, the Agassiz Forest Reserve and the Sandilands Forest Reserve.

Table 8

POTENTIAL USAGE RATINGS FOR SITES WITHIN 60 MILES
OF GREATER WINNIPEG

<u>Site Name</u>	<u>Total Potential Usage Rating</u>
1. The Oasis	12
2. St. Andrew's Locks	13
3. Rendezvous Park	11
4. Lower Fort Garry	13
5. Town of Selkirk	9
6. Rotary Lake	21
7. Petersfield Park	26
8. Chesley's	33
9. Sportsman's Paradise Lodge	27
10. Matlock Beach	17
11. Whytewold Beach	17
12. Ponemah Beach	16
13. Winnipeg Beach	22
14. Sandy Hook	25
15. Willow Island	20
16. Gimli	19
17. Patricia Beach	18
18. Grand Beach Provincial Park	23
19. Hillside Beach	20
20. Gull Lake	23

Table 8 (Cont'd.)

<u>Site Name</u>	<u>Total Potential Usage Rating</u>
21. Holiday Beach	21
22. Lee River Provincial Recreation Area	5
23. Whiteshell Provincial Park	15
24. Otter Falls	28
25. Nutimik Lake	30
26. Agassiz Provincial Forest	11
27. Sandilands Provincial Forest	11
28. Lake Riviera	16
29. Steinbach	4
30. St. Malo	13
31. Adolphe Park	16
32. Morris	4
33. Carman	13
34. Bison Park	22
35. Norquay Beach	9
36. Island Park	10
37. Delta Marsh	11
38. St. Ambroise Beach	15
39. Miami Beach	10
40. Kinsmen's Lake	13
41. Stonewall	8
42. Norris Lake	15

EXPERIMENTATION AND EVALUATION

10.1 Public demands and tastes in the field of leisure are constantly changing. A variety of economic, sociological and psychological developments are creating new trends and needs to which municipal and metropolitan parks and recreation departments must respond. These changing trends and needs create, in turn, problems which require the attention and resources of the officials involved.

10.2 Practical research and regular analysis and evaluation of parks and recreation services are necessary to prevent the systems from becoming stereotyped. Lack of research and evaluation tends to perpetuate only that which is existent, regardless of changing demands. The dynamic nature of the chances in the area of parks and recreation requires that evaluation and experimentation be a continuous process.

10.3 To adequately meet the changing needs of the residents of Metropolitan Winnipeg, a co-ordinated effort is required from Municipal, Metropolitan and Provincial levels of government. The resources of the private agencies in the recreation field must also be brought to bear upon these problems in order to meet the present and future needs. The Metropolitan Corporation of Greater Winnipeg, through its Planning and Parks & Protection Divisions, is in a logical position to do much about the long-neglected function of experimentation and to encourage individual municipalities to become involved. The Metropolitan Corporation is also in a position to formulate a general parks

and recreation scheme such as is suggested in the following discussion and to help the municipalities carry this out.

10.4 Optimum utilization of existing and potential recreation sites is not being achieved in most municipalities of Metropolitan Winnipeg. This is particularly true of public and high school sites, even in those municipalities where there exists formal agreement for "other than school use" of education areas and facilities by responsible municipal officials. There is likewise an under-utilization of existing park-like sites because such facilities are not properly developed, maintained and/or programmed. Location of such sites also plays a major role in their lack of use. Other factors in the non-usage of sites are: stereotype designs, lack of motif or identity, the existence of traffic and other barriers to usage, insufficient community involvement in planning sites, too little knowledge of the population needs and the scarcity of professionally trained leadership. It has been accepted by most communities that the provision of parks and recreation areas and programmes is a service that must be provided by government at all levels. This thought is fast being carried from the welfare activity, the "keep the kids off the streets and parks as window dressings" point of view to one of providing not only proper sites and facilities, but also adequate programmes and leadership. Activities of a wide variety must be organized and promoted with sound leadership and supervision. The playground is not meant for passive entertainment, but must generate active and spontaneously creative play. There is no real reason why playgrounds should be square. Traffic education can be achieved

through park and park-like recreation, through signs, bicycle paths, safety features, etc., using miniature cars with lights, etc.

10.5 The simple provision of swings, sandboxes, slides and sports is not enough. Municipal governments, through their parks and recreation officials are now being asked to provide something for everyone based on neighbourhood needs. These expanded demands are increasing without regard to the availability of resources to provide them. All levels of government in the Metropolitan area will have to work co-operatively to devise new, imaginative and creative approaches to parks and recreation that will facilitate (a) the most economic and efficient means of creating new areas and facilities to meet the growing needs, (b) and generate the fullest possible utilization of existing areas and facilities.

10.6 Multiple use of facilities is an effective method of optimizing the use of limited space. Good design is a basic tool in achieving quality and effective utilization. One could define usage of a site by function of time, such as all-day usage, noon-hour usage, weekend usage and off-hour usage, in addition to random usage. Preschoolers would tend to be morning and late afternoon users. At noon, workers who carry lunches, would tend to be noon-hour users. A downtown rest park or a quiet park chiefly receives random usage during shopping hours. Quiet park sites situated in out-lying single-family residential areas tend to have slight random use with a higher degree of mid-morning as well as late afternoon use. Major attractions and speciality sites would tend to have a

high weekend and early evening usage, unless in a special location. For example, a driving range situated downtown would tend to have noon-hour usage in addition to speciality site usage. Smaller athletic fields and some quiet parks would tend to have off-hour usage, usually in the after-school hours or in the early evening.

10.7 In addition, one can also define multiple use of facilities by the function of the season. This set of definitions by season is particularly true for Canadian areas where there are extreme differences between summer and winter weather and consequently, between summer and winter recreation. The general geographic location of Metropolitan Winnipeg suggests a plurality of recreation facilities to suit the distinct and separate needs that sets of weather conditions require. There is a clear relation between weather conditions and the use of park sites. Weather conditions were taken into account during the usage survey which was conducted in July and August of 1967. Charts that deal with weather conditions which indicate the frequency of usage under given weather conditions are found in the Technical Appendix, pages 142 to 145. As expected, there was a high correlation between favourable weather conditions and increased frequency of usage and a corresponding decrease in frequency of usage when poor weather conditions prevailed. Although the usage survey was taken during the summer months it is relevant to consider the implications of the Winnipeg area winter conditions. During winter, frequency of usage decreases markedly. The frequency usage of park sites, however, is least affected in the age groups 6 - 13 years and 14 - 18 years.

10.8 Considering the significant impact of weather conditions on frequency of usage, it is obvious that these conditions have a direct bearing on parks standards and sites. The Winnipeg Area Summaries in the Technical Appendix were incorporated in the usage frequency chart. By using these summaries, the frequency of given weather conditions that can be expected in a given month of the year can be compared with the effect weather conditions have on frequency of usage, as shown on the weather conditions versus frequency of usage chart. In this way, it is possible to arrive at expected frequencies of usage for park sites in any given month of the year. This should definitely be used in planning any experimentation programme in parks planning.

10.9 An obvious effect of weather on speciality sites is its effect on swimming pools and wading pools; in other words, on water. Whenever possible, water should always be present in any playground. This axiom, together with the heightening interest in water-based recreation activities, necessitates the consideration of climate on the supply of swimming pools. The major source of standards for swimming pools does not specifically mention the standards of supply of indoor pools or a recommended indoor/outdoor pool ratio as related to climatic conditions. Most standards detail recommendations regarding the provision of outdoor swimming space, but fail to carry through such detail to indoor aquatic facilities. This is not a realistic approach in a region for which there is an average of forty-four days per year of outdoor swimming weather. Indoor/outdoor swimming pools, a logical solution to the climatic problems, were not considered in National American Standards. Because of the

extreme climate, more indoor/outdoor types of facilities should be constructed, particularly when one considers the cost of construction relative to the number of days during which they can be used.

10.10 As far as good design is concerned, new planning concepts in the design of new parks and playgrounds and re-designing of older ones have resulted in a different and exciting look. Much more experimentation with multi-use of old and new areas and facilities is needed to meet the ever-growing demands of the public. Planning is particularly important when it comes to land acquisition and designation of open-space within the Metropolitan area. There is limited land available for park-like sites and what land there is, is rapidly being developed. A Metropolitan park and recreation plan indicating the future needs of the total area for land and facilities is a valuable tool in meeting leisure-time needs. Such a plan itself does not solve the problems, but it presents a consensus of views toward overall parks and recreation development of properly conceived and located sites. For example, we feel that apartment buildings of eight or more suites in which children are permitted should have indoor and outdoor play space provided for preschool children. In both the creative design of parks and recreation sites and in planning for programmes, particular attention should be focused on the age groups 15 to 20 years and 65 years and over in the next ten years. Table 6 indicates that a marked increase in the proportion of senior citizens and the group of teenagers, fifteen to twenty years old, within the total population is occurring now and will continue to do so for some years into the future. With the exception of the very young, these two age groups are blessed with

more leisure time than most other age groups. Senior citizens have the additional problem of being a work-oriented generation which now finds itself with almost total leisure time and a limited basic understanding of the way to use it. Little direct planning for appropriate leisure activities and programmes for these groups has been undertaken to date. This is a challenge for all involved in planning and programming which cannot be ignored. All indices point to a population which will live longer, retire earlier, be more active and demanding than has ever before been experienced. A third special group, the physically and mentally handicapped constitute an additional planning problem. Approximately seven per cent of the population fall into this category and as such, require special treatment facilities. We are not suggesting that this seven per cent of the population require special recreational and park-like facilities, but we are suggesting that their needs be considered in the planning, designing and programming of areas and facilities. It is not difficult to design playgrounds which can be used by both handicapped and non-handicapped children. This is particularly important since tolerance for any minority group is increased considerably with contact through leisure-time activities and the suchlike. Handicapped adults should likewise be considered in the planning of normal parks and recreation facilities. Sites built specifically for handicapped groups should be located near hospitals and rehabilitation centres. The planning of all other parks and recreation facilities should take the needs of this group into account.

10.11 Although the Metropolitan policy has to date been one of non-programming areas, that is,

no leadership on facilities and areas other than straight supervision, a good case can be made for a change in this policy. Where leadership was available, there was generally good usage of these park-like sites. Similar sites without leadership and programmes, according to our survey, received little or no usage. Present holdings by way of facilities suggest strongly that Metropolitan Winnipeg get into programming in co-operation with the municipalities. Examples are swimming pools and on golf courses and other speciality sites such as their major parks. When any parks and recreation division is not involved in programming, it is most difficult, if not impossible, for them to: (a) maintain adequate records, (b) have any direct knowledge or feeling for the public's needs and interests and changes in these, and (c) evaluate the services provided. Only when the Metropolitan Parks and Protection Division is involved in active programming, will they begin to fully appreciate the problem that municipalities have in this area and mutual benefits can thus begin to accrue. Metropolitan Winnipeg could also encourage municipalities to have better programming for their speciality sites through a co-ordinated effort in leadership training by means of short courses. The function of Metropolitan Winnipeg in this area is one, again, of leading the way in the formulation of a co-ordinated training scheme. In this regard, Metropolitan Winnipeg should work closely with the municipalities which carry on in-service training and with the Manitoba Institute of Technology and the University of Manitoba. These institutions should be encouraged to play an important role in the education of the various types of professionally trained parks and recreation personnel.

10.12 Miscellaneous ideas for a start in experimentation include: (a) putting greens on park holdings, particularly where they might be used during lunch hours by workers, (b) shelter-belt planting to protect users against prevailing winds for various types of activities, both active and passive that are carried on year round on Metropolitan sites, (c) development of an indoor/outdoor year-round park in the downtown area of Greater Winnipeg. Developments of this nature could bring a new dimension of living to the heart of the Metropolitan area, (d) indoor/outdoor swimming pools to double the seasonal usage for such facilities, and (e) trails along existing properties for year-round use -- bridle and bicycle paths in the summer and skidoo trails in the winter. The Metropolitan experimentation programme should include a variety of innovations for both large, multi-facilities areas and smaller neighbourhood parks. Originality need not be expensive. For example, the current practice of using downtown boulevards as rest areas costs relatively little, yet gives much user-satisfaction. "Pocket parks" of this and similar types in "business districts where the people are" should be the subject of some experimentation on a year-round, indoor and outdoor basis.

10.13 The experimental programme should be evaluated regularly as should the regular programme.
An important part of the evaluation is the development of a data bank, which should include information on usage, size of site, type of site and functions a site serves, as well as information which allows one to relate information on parks and recreation to other sociological data (i.e., census tracts, etc.)

10.14 The data bank should be a function of the Metropolitan Government, in co-operation with the municipalities. It should contain information on each site within the Metropolitan area. It is vital that this information be uniform over the whole region; that is, the criteria for each variable should be identical for all municipalities.

10.15 Experimental programmes should be continuously evaluated depending upon the exact nature of the experiment. Full-scale evaluation of the parks and recreation system should be semi-annual. To optimize this procedure, efficient use should be made of electronic data processing methods.

THE LAND BANK CONCEPT

General

11.1 To set the problem of parks and recreation in its proper perspective it is necessary to view this function not only in the Metropolitan context but also relative to other governments involved in the same field.

11.2 The Metropolitan Corporation of Greater Winnipeg are faced with expansion in all aspects of their operations. Pressures derivative from the municipalities within the Metropolitan area are usually associated with the need for the Corporation to provide most of everything.

11.3 This problem is complicated by the fact that extension of services cuts across jurisdictional boundaries. Because of this, it is becoming increasingly difficult to relate benefits and taxes at the local government level.

11.4 In Greater Winnipeg, it is not uncommon for a family to reside in one jurisdiction, earn its living in another, send the children to school in another and shop and seek recreation in others. Yet to a considerable extent, the municipal financial systems still presume that all these types of activities are carried on in a single jurisdiction.

11.5 There are also great discrepancies in the capacities of local government to provide the

needed governmental services. At the one end, there are the municipalities which do not have sufficient taxable capacity for essential services. The suburban developing or "bedroom" community is the most common of these. It has little industrial or commercial support. At the other end, there are the wealthy tax municipalities zoned to keep out low-income residents.

11.6 It must be appreciated that all of these problems, including those in the parks and recreation field, have their basis in the political arena. In parks and recreation, it is a matter of reconciling the various independent parks and recreation systems and authorities which affect one another and the total Metropolitan scene. This problem is further complicated by nature of local political systems both formal and informal.

11.7 The basics of the parks and recreation problem is that of achieving efficiency in meeting common needs and reaching common goals within an approved framework that gives appropriate recognition to the diversity in needs and desires that exist in this field.

11.8 There are a number of administrative alternatives that could be proposed to facilitate action on a Metropolitan basis. These range from the retention of absolute control for parks and recreation by each municipal unit to the complete take-over by Metropolitan Parks and Protection Division.

11.9 The temptation here is to recommend the obliteration of the municipal functions in favour of a more "efficient" Metropolitan operation. However, efficiency has to do with the conversion of

resources to the satisfaction of human demands and needs.

11.10 Until better techniques are available and put to use in measuring how much service the people of given municipalities are getting for a varying amount of input in parks and recreation, we could not suggest a complete take-over by the Metropolitan Parks and Protection Division.

11.11 Costs of parks and recreation services could be "equalized" over the Metropolitan area in one of two ways, either by (a) area-wide administration and financing, or (b) by grants to local jurisdictions financed at least in part by Metropolitan-wide monies.

11.12 It may be that subrention is a bit of a clumsy tool, but it does leave each community some autonomy in determining the amount of resources it will allocate to particular services within and beyond the suggested Metropolitan standard.

11.13 Land-use planning on a Metropolitan basis does not really exist in any comprehensive sense. What does exist is a complex game of chess among municipalities and power groups each attempting to gain the best and palm off the undesired applicants for space to other municipalities. In this struggle, open-space for parks and recreation is most often relegated to a secondary role.

11.14 The kind of total land-use planning (of which park-like sites should be a part) which is so badly needed, is planning that is cognizant of all the land-use needs of the total Metropolitan area and region.

11.15 Regional and area-wide planning and zoning approval would seem to be the remedy that strikes at the basic underlying difficulty in achieving an adequate level of service in parks and recreation.

11.16 What we are recommending is a system which provides a format for efficiency in terms of land acquisition and assignment through a central authority, yet reinforces the functions best carried out at the Municipal, Metropolitan or by Provincial levels of government.

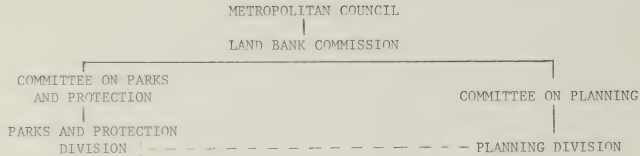
Desirability

11.17 Outdoor recreation areas are often threatened by encroachment for other public and private uses. In some cases the size, location and nature of parks and recreation areas are beyond the ability of Municipal governments or the Metropolitan Corporation to acquire independently. The Land Bank Concept would be used to offset these and other previously mentioned problems.

Setting

11.18 The "Land Bank" should be an organizational entity within the existing structure of the Metropolitan Corporation of Greater Winnipeg.

Schematic Organization Diagram



11.19 The Land Bank Commission would report directly to the Metropolitan Council and work in close co-operation with the Committees on Parks and Protection and Planning. It would be supported by the other departments and divisions of the Metropolitan Government.

Functions

11.20 To acquire lands in lieu of dedication or by gift, for open-space purposes, and funds, either by dedication, gift or purchase, for apportionment to Municipalities, School, Parks and Recreation Boards and to the Metropolitan Corporation on the basis of need.

Membership

11.21 The Land Bank Commission should be made up of five citizens at large appointed by the Metropolitan Council.

Means of Land and Fund Acquisition

11.22 Whenever land is subdivided for development or utilized for residential purposes at any greater population density than is current, the owner by agreement must allocate land space by way of dedication for parks and school purposes or money in lieu of such space to the Land Bank Commission.

11.23 The Commission would be vested with the power of decision regarding the acceptance of either land or monies in lieu of land.

11.24 If redevelopment of older areas occurs through either a change in zoning by-laws or through urban renewal, the same general policy for dedication either by way of land or money would apply.

11.25 The central bank or source of space and monies would allocate either land or monies for buying of same where necessary, or monies for development of existing municipal or Metropolitan-owned properties in order to give adequate service to all segments of Metropolitan Winnipeg in terms of parks and recreation space according to the standards as set out in this study and also for local school purposes. In this respect, the local Parks, Recreation and School Boards would make application to the Commission for land or monies to purchase land for parks, recreation and local school purposes as the need arises. Land for park and recreation purposes will be registered in the name of Her Majesty the Queen and transferred to the individual Parks and/or Recreation Boards. Land for local school purposes will be transferred for registration in the name of the local School Board on

the understanding that if the land is subsequently no longer required for school purposes, it will revert to the Land Bank Commission.

11.26 The Land Bank Commission should be responsible for keeping records of parks land allocation by size of park and function of park categories. They should also be responsible for annually advising each municipality where they stand with respect to other municipalities in terms of their population and the parks, particularly in the small and medium size park range which will be classed as "neighbourhood parks". This will allow the municipality to ask for an allocation of land based on their needs in comparison to the rest of the city. In other words, this will allow areas to move towards an internal standard. The special exceptions to the standards would have to be taken up with great care and the latitude allowed between areas in terms of large allocations and small allocations would also have to be considered in terms of a total planning concept. In other words, special consideration would have to be given to municipalities which continually ask simply because money or land is available.

Money or Land

11.27 Land allocation for larger or what we call "regional parks" should be considered by this Commission and development of these parks should take place, but not at the expense of smaller or neighbourhood parks. Allocation of land for these larger parks should be in line with good planning policies which were discussed earlier and should not influence or be charged against any credits that

a municipality may accrue. The problem here is defining when a park becomes a regional and not a neighbourhood park. This question will be dealt with elsewhere in the report.

11.28 Only when a co-operative system of this nature comes into being will there be total orderly acquisition and development of space for parks and recreation in Metropolitan Winnipeg.

11.29 A natural follow-up to the implementation of the Land Bank Commission would be to structure this concept as the key authority (with broadened representation) on a regional basis.

11.30 The basic reason for having such an authority is to enable regional planning to be carried out for the orderly growth and location of open-space both within and around Metropolitan Winnipeg.

11.31 Since rural areas surrounding Greater Winnipeg (see Map 6) contain numerous park-like sites which service the urban dwellers, and conversely, Metropolitan Winnipeg offers a host of sites and facilities which attract the rural populace, it would seem logical that there should be a unified approach to planning for parks and recreation embracing the total region.

LEGAL ASPECTS

12.1 There are great differences in the organizational structures that handle parks and recreation areas and programmes among the municipalities of Metropolitan Winnipeg. All municipalities are operating under the Provincial enabling legislation of Section 429 of the Municipal Act, 1946, and Sections 430 in 1949 and 430A in 1959. The Municipal Acts for all municipalities in Metropolitan Winnipeg are in the Technical Appendix, pages 217 to 248. In the Provincial enabling legislation, it would appear that there is a lack of clear-cut definition of terms, for the situation presently exists whereby a municipality is permitted to spend in excess of one mill for services related to recreation for example, pools, rinks, community centres, etc., while restricting municipalities with co-ordinated recreation programmes to one mill. There is a need for up-dating this legislation. Changes in Provincial legislation will also be needed to implement the previously mentioned recommendations regarding the Land Bank Commission as a regional and Metropolitan area authority.

12.2 By the mere fact of their differences, the varying stages of development for organizational structures to handle parks and recreation areas and programmes among the municipalities pose a number of problems for inter-municipal co-operation in this increasingly important area of endeavour.¹¹

12.3 In the field of Federal legislation, there are several agencies such as the Fitness and

11. Table 25, page 215, Technical Appendix.

Amateur Sports Directorate which is sponsored under Bill C131, The Fitness and Amateur Sports Act.

A section of this Act enables federal monies to be spent for new programmes through appropriate provincial government departments. These should be investigated for it would seem that pilot projects for new programmes should be financed in this manner at little or no cost to provincial, municipal and Metropolitan governments. Research grants for planning are also available through the Canadian Council on Urban and Regional Research.

STAGING AND IMPLEMENTATION

13.1 Assuming a standard of eight (8) acres per thousand (1,000) population, then the open-space requirements by municipality according to estimated future population would be:

Table 9

OPEN-SPACE REQUIREMENTS BY MUNICIPALITY
ACCORDING TO ESTIMATED FUTURE POPULATION

<u>Municipality</u>	<u>1966</u>	<u>1971</u>	<u>1986</u>
Assiniboia	-	-	149.97 acres
Charleswood	-	39.30 acres	253.30 acres
East Kildonan	95.77 acres	103.77 acres	199.77 acres
Fort Garry	-	-	74.34 acres
North Kildonan	-	36.19 acres	244.19 acres
Old Kildonan	-	19.60 acres	107.60 acres
St. Boniface	85.73 acres	141.73 acres	266.78 acres
St. James	-	7.61 acres	31.61 acres
St. Vital	-	-	-
Transcona	4.55 acres	60.55 acres	204.55 acres
Tuxedo	-	-	132.51 acres
West Kildonan	65.59 acres	81.59 acres	97.59 acres
Winnipeg	876.75 acres	876.75 acres	876.75 acres

(Note: (-) indicates present holdings above the requirement.

13.2 From Table 9 it is a relatively simple matter to work out a per annum rate of land acquisition and development to meet the suggested standard by 1986.

13.3 Similarly, the yearly rate of acquisition of reserve holdings for the future beyond 1986 can be established.

13.4 Both rates are indicated on the following table:

Table 10

YEARLY RATE OF OPEN-SPACE ACQUISITION

<u>Municipality</u>	<u>Development</u>	<u>Reserve</u>	<u>Existing Acreage to by Brought Into Use</u>
Assiniboia	9 acres/yr.	4 acres/vr.	23 acres/yr.
Charleswood	15 acres/yr.	4 acres/yr.	4 acres/yr.
East Kildonan	7 acres/yr.	1 acre/yr.	3 acres/yr.
Fort Garry	4 acres/yr.	2 acres/yr.	12 acres/yr.
North Kildonan	14 acres/yr.	4 acres/yr.	4 acres/yr.
Old Kildonan	6 acres/yr.	4 acres/yr.	1 acre/yr.
St. Boniface	16 acres/yr.	1 acre/yr.	7 acres/yr.
St. James	2 acres/yr.	1 acre/yr.	10 acres/yr.
St. Vital	-	2 acres/yr.	15 acres/yr.
Transcona	12 acres/yr.	2 acres/yr.	4 acres/vr.

Table 10 (cont'd.)

<u>Municipality</u>	<u>Development</u>	<u>Reserve</u>	<u>Existing Acreage to be Brought Into Use</u>
Tuxedo	8 acres/yr.	4 acres/yr.	3 acres/yr.
West Kildonan	6 acres/yr.	1 acre/yr.	3 acres/yr.
Winnipeg	52 acres/yr.	-	13 acres/yr.

(Note: In order to establish the yearly rate of open-space acquisition to be held in reserve for the future (beyond 1986) the municipalities were categorized into four (4) groups according to prognosed population: 1) Decline, 2) Stability (very slight increase), 3) Moderate increase, and 4) Heavy increase.)

13.5 In the acquisition of open-space, it would seldom be possible to follow the exact amounts suggested in the above tables. The benefits of Table 10 are that it details given annual amounts which can be used as guides over a period of time in order to arrive at a given objective. Within the framework of time and the requirements as established by a given population, these annual acreage acquisitions can readily be altered to suit differing spans of time and still achieve the desired standard. The problem still remains of unused existing open-space.

13.6 Referring back to Table 4, it is possible to extract unused acreages by municipality and establish a per annum rate of bringing this acreage into use.

13.6 This may be accomplished by any one or a combination of the following:

1. Development
2. Application of leadership
3. Upgrading in terms of general condition
4. Exchange and relocation
5. Redesign for differing functions, according to neighbourhood, district and community needs.

13.8 Table 10 on the previous page illustrates the annual rate at which existing unused acreages by municipality should be brought into use to attain a standard of eight (8) acres per thousand (1,000) population by 1986.

13.9 It should be pointed out that of the total number of unused acres, more than half are represented by school sites. A minimal joint effort by appropriate school and municipal authorities could activate these key holdings.

13.10 The land acquisitions and developments in the following Table 11 are intended to complement those which were outlined by municipality in Table 10.

Table 11

PRESENT AND FUTURE ALLOCATION OF
METROPOLITAN PARK RESOURCES

	Present		Future [*]	
	Developed	Undeveloped	Develop	Acquire
Beautification Metropolitan routes	31.51 acres		Continue to expand along Metropolitan routes.	
Pocket parks downtown	3.41 acres		Experimentation with down- town and perimeter business district parks. Expand or not according to results of experimentation.	
Local Riverbanks	246.58 acres	252.27 acres	15 acres per year	15 acres per year
Major Parks	600.85 acres	230 acres	15 acres per year	16 acres per year
Local non-Riverbank	15.52 acres	38.83 acres	7 acres per year	6 acres per year
Golf Courses	447.21 acres	100 acres	26 acres per year	26 acres per year
Tree Nursery	129.71 acres		Expand as needed to develop other park-like holdings.	

* Suggested yearly rate of acquisition and development of open-space.

13.11 In other words, the suggested acreages for development and acquisition under Local River-banks by the Metropolitan Corporation could alleviate the necessity for municipalities with deficiencies from annually acquiring some twenty-two acres and developing it for park-like sites.

13.12 Land acquisition and development for golf courses should be watched very carefully since the acquisition and development suggested in Table 11 assumes that the Metropolitan Corporation is the only agency that will be developing courses. If other private courses should be established, then this will have an effect on the land to be acquired and developed for golf courses by the Corporation. Based on the standards developed on pages 52 to 54, and at the rate of land acquisition and development indicated in Table 11, Greater Winnipeg should be adequately equipped with golfing facilities for now and the future (1986).

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